11/14/86 R4800-2

THIS WEEK'S FORUM: PAGE 19

EDUCATION WEEK

American Education's Newspaper of Record Volume VI, Number 7 · October 22, 1986

© 1986 Editorial Projects in Education

State Boards Seek Stronger Role 'In the Center' of Reform Drive

By Lynn Olson

In recent years, governors and legislators have often driven school reform while state boards of education looked on. But a national task force seeking to reverse that situation outlined ways last week that boards could strengthen their policymaking role.

Participants at the annual meeting of the National Association of State Boards of Education in Baltimore were scheduled to debate a draft of the panel's preliminary recommendations late last week. The final report of the NASBE task force will be released in January.

According to the draft, state boards need to develop systematic procedures to set long-range goals for education, review the effects of current policies, assess educational conditions in their states, and garner public support for reform.

To date, said Michael Cohen, director of policy development and planning for NASBE, state boards "have been players on the sidelines, not in the center," of the reform movement.

But according to Kenneth Hilton, president of NASBE and a member of the Delaware Board of Education, the forthcoming elections—and the stage of development that reform is entering—make this "a perfect time" for that to change.

"The governors are going to change, and the legislative bodies are going to change," he said. "The priorities are going to move. The state board has the unique ability to keep the momentum going."

Terry Peterson, another member of the NASBE task force and education aide to Gov. Richard W. Riley of South Carolina, agreed. "Many states and many local school districts have set up broad goals and programs for educational reform," he said. "Now they're being either phased in or refined or modified."

"That's really the role of the state board, and of the local board at the local level," he said.

The relationship legislators and state boards have maintained to this point, however, could best be described as a "nonrelationship," according to Peggy M. Siegel, program manager for education at the National Conference of State Legislatures.

Based on a survey of more than 200 state education and political leaders, she said, the N.C.S.L. found that "state boards were not really that visible inside legislatures, or in the minds of legislators."

"Often, as a policymaking body, they weren't viewed separately from state departments of education and state chiefs," Ms. Siegel said.

"When we talked to state board members, a lot of them felt bypassed by education reform. Most people, including the state boards, admitted that the boards had only a slight role in the actual initiation of major policies."

Signaling their discontent with board leadership, governors and legislators in a number of states have tried in recent years to reorganize the boards or to restrict their

Continued on Page 13

ELAINE K. REHMAN

In Winchester, Va., a testing specialist meets with a special-needs pupil. A new report has compiled examples of "what works" in special education.

New Guide Will Help Assess the Quality Of Schools' Special-Education Programs

By Debra Viadero

In an effort to ensure that the educational-excellence movement does not bypass special-education students, a national panel this month released a set of indicators to help administrators, teachers, and parents gauge the quality of their schools' special-education programs.

In its report, "Effectiveness Indicators for Special Education: A Reference Tool," a national task force of parents of handicapped children, special-education administrators, teachers, and representatives from the Council of Chief State School Officers has, for the first time, compiled examples of "what works" in special education.

Participants in the National Regional Resource Panel on Effectiveness Indicators for Special Education called the report a "menu" from which students, parents, school-board members, teachers, and state and local administrators can assess their special-education programs and choose what works best in their communities.

"As we hustle toward increasing test scores and all of that, our kids, the special-education students, to some extent, are being forgotten," said Kenneth R. Olsen, chairman of the panel.

He said the report is an outgrowth of the national movement toward excellence in education that was heralded by *A Nation at Risk*, the 1983 report by the National Commission on Excellence in Education.

That report and the spate of school-improvement studies that followed it gave short shrift to the handicapped student,

Continued on Page 14

Tax Change Called Potential Obstacle To Future Reforms

By Bill Montague

Governors, legislators, and policy experts are warning that the state sales tax—increases in which have perhaps been the most popular method for financing education reforms—may lose a great deal of its luster as a result of federal tax revision.

The federal tax bill, now awaiting President Reagan's signature, would repeal a longstanding provision that allows individuals who itemize their deductions to recoup part of what they pay in state and local sales taxes.

For educators, the revision could present a serious obtacle to future reform efforts, depending on how taxpayers respond to the new fiscal environment.

The Congressional Joint Committee on Taxation estimates that the loss of the sales-tax deduction will cost taxpayers nearly $17 billion over the next five years.

Because of the revision, some state officials are concerned that taxpayers will now prove considerably more reluctant to sup-

Continued on Page 13

In an Unprecedented Move, Administrators In Philadelphia Vote To Join the Teamsters

By Blake Rodman

In a move without precedent among the nation's large school districts, public-school administrators in Philadelphia have voted to join the International Brotherhood of Teamsters.

The Philadelphia Association of School Administrators voted 472 to 117 late last month to affiliate with the troubled labor union, whose national president is under federal indictment.

PASA—until now an independent association of principals, vice principals, and instructional and program directors—has for nearly two years been locked in a dispute with the School District of Philadelphia over salaries and other concerns. The group's 750 members have been working without a contract since August 1985.

Daniel J. McGinley, president of PASA, said last week that even though state law prohibits public-school administrators from

Continued on Page 14

Also in the news

Trend Seen in Schools' Anti-Smoking Policies

Gauging the impact of a national campaign to produce a "Tobacco-Free Young America," a new survey has found that most school districts limit smoking, and that nearly half ban all smoking by students.

8

New York City Mandates K-12 Sex Education

The New York City Board of Education has approved a K-12 sex-education curriculum but has voted to prohibit school-based health clinics from dispensing birth-control devices to students.

9

Preschool Enrollments Rise to Record Levels

Some 2.5 million 3- and 4-year-olds were enrolled in the nation's nursery schools last year, a 400 percent increase over 1965, according to a new report from the U.S. Census Bureau.

12

IN SUMMARY

Trends in Teen-Age Behavior
Though the rates for teen-age arrests, suicides, and drug use remain at record-high levels, a new study points to encouraging trends in adolescent behavior in recent years. **Story on Page 5.**

Serving the Community
Questioning the career-mindedness of today's students, participants at a recent Washington forum debated the merits of making community service part of the school curriculum. **Story on Page 6.**

Deeper Cuts in Louisiana
A mounting deficit has forced Gov. Edwin W. Edwards of Louisiana to order a new round of budget cuts for the state's education department and other school-funding programs. **Story on Page 11.**

Putting a Cap on Reform
A seven-year-old California law that limits state spending is threatening the future of school reform there, according to a new study by school-finance experts. **Story on Page 11.**

Crowding Into Kindergarten
Enrollments in public and private nursery schools and kindergarten rose last year to the highest level ever recorded, according to a new Census Bureau report. **Story on Page 12.**

School Days, Holy Days
The U.S. Supreme Court heard arguments last week on whether public schools have the right to bar teachers from using paid "personal business" leave to meet religious requirements. **Story on Page 12.**

Awards	20	Events	20
Colleges	15	Letters	17 & 18
Commentary	17 & 24	Marketplace	21
Curriculum	4	State Capitols	11

FORUM
Tracking the Reforms, Part 14: Talked With a Teacher Lately??
Education Commission of the States
Statement on Page 19

EDUCATION WEEK (ISSN 0277-4232) is published 40 times per year (weekly except for the first week in January, the last week in June, the month of July, the first four weeks in August, and the last two weeks in December) by Editorial Projects in Education, Incorporated. Editorial and advertising sales offices are located at 1255 23rd Street, N.W., Suite 775, Washington, D.C. 20037. (202) 466-5190. Subscriptions: U.S.: $48 for 42 issues. Canada: $71 for 42 issues. Foreign: $113 (airmail) and $81 (surface mail) for 42 issues. Second-class postage paid at Washington, D.C., and at additional mailing offices. **POSTMASTER:** Send address changes to EDUCATION WEEK, P.O. Box 1939, Marion, Ohio 43305. Volume VI, Issue 7

Main Editorial and Business Offices
Suite 775, 1255 23rd Street, N.W.
Washington, D.C. 20037
(202) 466-5190

For New Subscriptions, Subscription Problems, and Changes of Address Write to:
Education Week
Post Office Box 1939
Marion, Ohio 43305

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke (on leave)

SENIOR EDITOR
M. Sandra Reeves

NEWS EDITOR
Virginia B. Edwards

ASSOCIATE EDITORS
Gregory Chronister, Gail Lewin
Tom Mirga, Lynn Olson

STAFF WRITERS
Kirsten Goldberg, Bill Montague
Marleen Nienhuis, Blake Rodman
Robert Rothman, William Snider
Debra Viadero

WASHINGTON EDITOR
James Crawford

COMMENTARY EDITORS
Gregory Chronister, Gail Lewin

COPY EDITOR
Tricia Furniss

EVENTS EDITOR
Susan C. Quinn

ART DIRECTOR
Jane M. Aylward

ASSISTANT ART DIRECTORS
Carol Maloney, Susan B. Schafer

ASSOCIATE PUBLISHER
Carolyn Kaye

PUBLISHING CONSULTANT
Lawrence A. Durocher Jr.

OFFICE MANAGER/BOOKKEEPER
Lorna Green

ADMINISTRATIVE ASSISTANTS
Julia Woltman, Pamela G. Pitt, Tony L. Price

MARKETPLACE ADVERTISING
Barbara Ross
202/466-5190

DISPLAY ADVERTISING
East Coast and Midwest
Director
Leslie K. Hubbard
Suite 775
1255 23rd Street, N.W.
Washington, D.C. 20037
202/466-5190

WESTERN OFFICE
Arleigh Hupp
359 San Miguel Drive, Suite 203A
Newport Beach, Calif. 92660
714/720-0222
Display Advertising Only

Grants to help establish *Education Week* have been made by the following philanthropic foundations: Atlantic Richfield Foundation, Mary Reynolds Babcock Foundation, Carnegie Corporation of New York, Cleveland Foundation, Denver Foundation, Geraldine R. Dodge Foundation, E. I. du Pont de Nemours & Co., Exxon Education Foundation, Faye McBeath Foundation, Frost Foundation, George Gund Foundation, Hartford Foundation for Public Giving, William and Flora Hewlett Foundation, Kettering Family Fund, Ittleson Foundation, Esther A. and Joseph Klingenstein Fund, Lilly Endowment, William Penn Foundation, Permanent Charities Fund of Boston, Sid W. Richardson Foundation, Rhode Island Foundation, Rockefeller Foundation, San Francisco Foundation, Shell Companies Foundation, Standard Oil of Ohio, Tinker Foundation.

SUBSCRIPTION RATES IN U.S.

One year (40 issues) . . . $47.94. Two years: $83. Three years: $119. In Canada . . . $70.94. per year. Outside the U. S. and Canada . . . $80.94 per year for surface mail and $112.94 per year for airmail. Send subscription correspondence to: Education Week, P.O. Box 1939, Marion, Ohio 43305.

Back issues are available at $3.00 each (first class postage pre-paid). Single copies of Issue 40 are $18.00. Send order to: Back Issues, Education Week, Suite 775, 1255 23rd Street, N.W., Washington, D.C. 20037.

THE WEEK

FEDERAL

E.D. Changes Cycle Of Special-Ed. Reports

As a new staggered system for submitting state special-education plans to the Education Department swings into full use this fall, federal officials predict the system will result in "a better product."

So far, department officials have reviewed and approved 18 three-year state plans. Two more have yet to be approved, said David Weber, director of the division of assistance to the states with the office of special education and rehabilitative services.

Another set of 23 plans must be submitted in May, and the remaining states have until 1988 to submit their plans.

"It allows our staff to spend more time evaluating each individual state plan and develop a system for technical assistance," he said.

In this first cycle of the new system this fall, Mr. Weber said, all states, for the last time, must also submit one-year plans.

In the future, state agencies will only have to notify the department once a year if their plans are altered before three years pass.

The plans outline the steps a state agency is taking to comply with P.L. 94-142, the Education for All Handicapped Children Act.

House Backs Program For Vaccination Injuries

A bill that would establish a federal "no fault" compensation program for children injured as a result of required vaccinations has been approved by the House and sent to the Senate.

Omitted from the measure, however, was a provision for an excise tax on the sale of childhood vaccines to finance the new program. That portion of the bill, passed by the House on a voice vote, was referred to the House Ways and Means Committee, which initiates all tax measures in the Congress, for separate action.

Representative Henry A. Waxman, Democrat of California and sponsor of the measure, said vaccine manufacturers, faced with costly damage awards, have raised the prices of their products by as much as 500 percent in the past two years.

Senator Paula Hawkins, Republican of Florida, has introduced a similar measure in the Senate, but the upper chamber is expected to consider Mr. Waxman's bill.

Under the House bill, any child suffering a known adverse reaction within a certain time after receiving a required vaccine against polio, measles, mumps, rubella, diphtheria, tetanus, or whooping cough would automatically be eligible for compensation by petitioning the federal courts.

NATIONAL

Drug Use Stable, Except For Cocaine, Study Finds

While more Americans used cocaine last year than in previous years, the use of other illicit drugs has decreased or stabilized, according to a new federal study.

The number of people using cocaine climbed to 5.8 million in 1985, up from 4.2 million in 1982, figures from the National Institute on Drug Abuse's 1985 Household Survey on Drug Abuse showed.

Among high-school seniors, the incidence of cocaine use also increased. In 1985, 17.3 percent of high-school seniors said they had used cocaine at least once, compared with 16.1 percent in 1984.

The survey also found that most young people who used cocaine had smoked or freebased it, practices that experts say deliver the drug to the brain in a more concentrated—and dangerous—form. *(See Education Week, Oct. 8, 1986.)*

Though the overall use of illicit drugs has declined since the institute's last survey, nearly 37 million Americans—or roughly one of every five people age 12 or older—used one or more of the substances in 1985, institute officials said.

The survey also found that the number of marijuana users dropped from 20 million in 1982 to 18.5 million in 1985.

Conducted from June to December last year, the survey of 8,038 people was the first such comprehensive survey on drug use in three years.

Censorship Spillover Said To Affect Colleges

Censorship in the nation's schools poses a threat to the quality and freedom of education at the postsecondary level, according to a new report by the American Association of University Professors.

"Academic freedom is indispensable to college and university teaching and research, but the professor's free expression and free inquiry are unlikely to be fully achieved if the student's development at the precollege level is incomplete," states the report, "Liberty and Learning in the Schools: Higher Education's Concern."

Prepared by the A.A.U.P.'s commission on academic freedom and precollege education, the report says that the increasing number of successful attacks on precollegiate textbooks and classroom materials can restrict access to concepts and information necessary for success in college.

Such censorship can also lead to similar restrictions on materials in higher education, it warns.

Moreover, the report states, a successful censorship challenge "increases in some measure the probability that the student will see suppression as an acceptable way of responding to controversial ideas."

The report recommends that colleges play a role in educating the community about the effects of censorship, and that scholarly associations speak out against threats to the freedom of inquiry. In addition, professors should work with teachers and school officials, the report concludes.

Copies of the report are available for $4 each from the A.A.U.P., 1012 14th Street N.W., Washington, D.C. 20005.

Time Inc. Unveils Plan To Buy Scott, Foresman

Officials of Time Inc. announced last week that the communications and publishing giant would buy Scott, Foresman & Company, the nation's fifth-largest textbook-publishing company, in a $520-million deal.

Growth in the elementary-school-age population has made the textbook market a growing and profitable segment of the publishing industry, according to Reginald K. Brack, chief executive officer of Time's Books Group. Textbook sales by S.F.N. Companies, the parent company of Scott, Foresman, grew by 21 percent last year, according to industry figures.

S.F.N. officials also announced last week the forthcoming sale of the South-Western Publishing Company, the corporation's other educational-publishing arm, to the International Thomson Company of Canada, for $270 million.

According to Time spokesman Michael Luftman, S.F.N. wants to complete the deals before the end of the year for tax purposes. He added that Time has no plans to make any changes in the company's management or editorial content.

The acquisition of Scott, Foresman, best known as the publisher of the "Dick and Jane" series of readers, would make Time the nation's second-largest book publisher. The firm also owns Little, Brown Company, a trade book publisher, Time-Life Books, and the Book-of-the-Month Club.

STATES

Colorado Adopts Plan On College Admissions

The Colorado Commission on Higher Education has adopted minimum admissions standards for four-year public universities and colleges as part of the state's effort to create a four-tier system of universities.

Last year, Colorado became the second state to establish such a system when the General Assembly ranked state colleges in four cat-

DATABANK

Change in Number of Teachers, Fall 1970 to Fall 1986

Level of instruction and type of control	Fall 1970	Fall 1980	Fall 1985[1]	Fall 1986[1]
		(in thousands)		
All levels	**2,762**	**3,149**	**3,194**	**3,220**
Public	2,369	2,657	2,661	2,683
Private	393	492	533	537
Elementary and secondary teachers[2]	2,288	2,463	2,500	2,530
Public	2,055	2,162	2,157	2,182
Private	233	301	343	348
Elementary teachers	1,281	1,389	1,440	1,469
Public	1,128	1,177	1,194	1,219
Private	153	212	246	250
Secondary teachers	1,007	1,074	1,061	1,061
Public	927	985	964	963
Private	80	89	97	98
Higher education instructional staff[3]	474	686	694	690
Public	314	495	504	501
Private	160	191	190	189

[1] Estimated.
[2] Includes teachers in local public school systems and in most private schools (religiously affiliated and nonsectarian). Excludes subcollegiate departments of institutions of higher education, residential schools for exceptional children, and federal schools. Also excludes preprimary teachers in schools without a 1st grade. Teachers are reported in full-time equivalents.
[3] Includes full-time and part-time faculty with the rank of instructor or above in universities, other four-year colleges, and two-year colleges.
NOTE: Because of rounding, details may not add to totals.
SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

School and College Expenditures, 1970-71 to 1986-87

Level of instruction and type of control	1970-71	1980-81	1985-86[1]	1986-87[1]
		(in billions)		
All levels	**$75.7**	**$182.8**	**$263.4**	**$278.8**
Public	63.5	150.7	214.2	226.7
Private	12.2	32.2	49.2	52.1
Elementary and secondary expenditures	48.2	112.3	160.8	170.0
Public	45.5	104.1	147.6	156.0
Private[1]	2.7	8.2	13.2	14.0
Higher education expenditures	27.5	70.5	102.6	108.8
Public	18.0	46.6	66.6	70.7
Private	9.5	24.0	36.0	38.1

[1] Estimated.
NOTE: Because of rounding, details may not add to totals. Dollars have not been adjusted for inflation.
SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

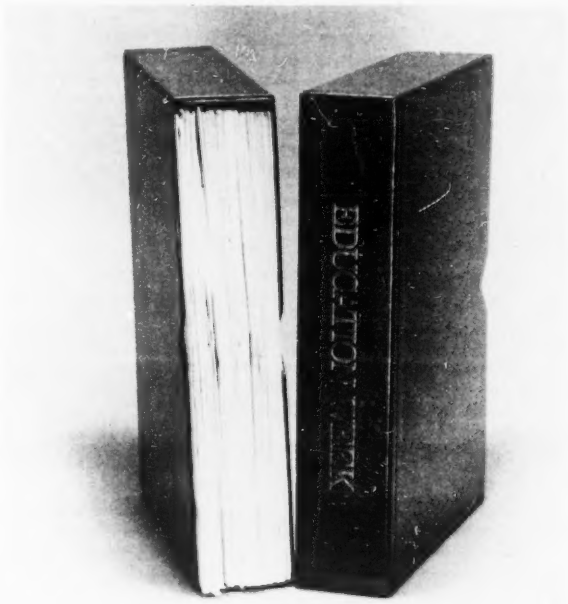
Trends in Student Enrollment, Fall 1970 to Fall 1986

Level of instruction and type of control	Fall 1970	Fall 1980	Fall 1985[1]	Fall 1986[2]
		(in thousands)		
All levels	**59,853**	**58,415**	**57,333**	**57,422**
Public	52,337	50,444	48,865	49,013
Private	7,516	7,971	8,468	8,409
Elementary and secondary schools[3]	51,272	46,318	45,086	45,258
Public	45,909	40,987	39,386	39,558
Private	5,363	5,331	5,700	5,700
Kindergarten through grade 8[4]	36,629	31,666	31,227	31,555
Public	32,577	27,674	26,927	27,215
Private	4,052	3,992	4,300	4,340
Grades 9 through 12	14,643	14,652	13,859	13,703
Public	13,332	13,313	12,459	12,343
Private	1,311	1,339	1,400	1,360
Higher education[5]	8,581	12,097	12,247	12,164
Public	6,428	9,457	9,479	9,455
Private	2,153	2,640	2,768	2,709

[1] Elementary and secondary school data are estimated. Higher education data are actual.
[2] Estimated.
[3] Includes enrollments in local public school systems and in most private schools (religiously affiliated and nonsectarian). Excludes subcollegiate departments of institutions of higher education, residential schools for exceptional children, and federal schools.
[4] Includes most kindergarten and some nursery school enrollment. Excludes preprimary enrollment in schools that do not offer first grade. This undercount of preprimary enrollment is particularly significant for private schools. According to data collected by the U.S. Bureau of the Census, public and private nursery school and kindergarten enrollment grew from 5.2 million in 1980 to 6.3 million in 1985.
[5] Includes full-time and part-time students enrolled in degree-credit and nondegree-credit programs in universities, other four-year colleges, and two-year colleges.
NOTE: Because of rounding, details may not add to totals.
SOURCE: U.S. Education Department, Center for Statistics, unpublished projections and estimates (August 1986).

Your copies are valuable

Keep Them For Ready Reference



Now . . . a handsome and convenient way to keep copies of *Education Week* protected and easy to reach. Each custom-designed library case holds up to 40 issues (one year). Bound in attractive navy-blue leatherette and embossed with gold lettering, the *Education Week* library case is designed to keep your professional newspaper at your fingertips in your home, office, or library—where it fits right in!

Cases are reasonably priced—only $7.95 each (three for $21.95, six for $39.95) postpaid. Satisfaction unconditionally guaranteed. *To order, just fill in the coupon below.*

Mail to:
Education Week
Jesse Jones Industries
Dept. EDUC-WK
499 East Erie Avenue
Philadelphia, PA 19134

Please send me _____ Education Week library case(s) at $7.95 each; three for $21.95; six for $39.95.
Enclosed is $_____ . Add $1 per unit postage and handling. Outside USA add $2.50 per unit. (U.S. funds only.)
Charge my: (Minimum $15)
_____ American Express _____ Visa _____ Mastercard
_____ Diners Club
Card # _____
Exp. Date _____
Signature _____

NAME _____
ADDRESS _____
(no p.o. box please)
CITY _____ STATE _____
ZIP _____

Or call Toll Free (charge orders only) 1-800-972-5858

Please allow five weeks for delivery.

PA residents add 6% sales tax